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EDUCATING THE DISADVANTAGED CHILD IN CLALLAM AND JEFFERSON COUNTIES, A REVIEW AND EVALUATION OF THE PROGRAMS ESTABLISHED IN NINE SCHOOL DISTRICTS....

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THIS REPORT REVIEWS AND EVALUATES THE COMPENSATORY EDUCATION PROGRAMS ESTABLISHED IN TWO WASHINGTON COUNTIES. SECTIONS OF THE REPORT DESCRIBE THE COMMUNITY ACTION COUNCIL'S ROLE IN TITLE I, THE INTENT OF TITLE I, AND THE CHARACTERISTICS OF THE DISADVANTAGED CHILDREN WHO CONSTITUTE THE TITLE I TARGET POPULATION. STATISTICAL DATA ARE PROVIDED ON STUDENT ENROLLMENT AND PROGRAM COSTS. IN ADDITION TO GENERAL COMMENTS, SPECIFIC RECOMMENDATIONS ARE DIRECTED AT THE SCHOOL DISTRICTS PARTICIPATING IN TITLE I. DURING THE 1966-67 SCHOOL YEAR, 1,268 STUDENTS AT ALL GRADE LEVELS PARTICIPATED IN TITLE I PROJECTS, WHICH HAD A BUDGET OF $156,771. IN SOME SCHOOL DISTRICTS AMERICAN INDIANS FORMED UP TO ONE-HALF OF THE STUDENT POPULATION. AN APPENDED REPORT DISCUSSES PROBLEMS IN EDUCATING THE AMERICAN INDIAN. (DK)

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Educating the Disadvantaged Child in Clallam and Jefferson Counties

A review and evaluation of the programs established in nine school districts in Clallam and Jefferson Counties under the federally-financed Elementary and Secondary Education Act/Title I

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April, 1967

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Participating School Districts *

Chimacum School District No. 49
Crescent Consolidated School District No. 313
Fairview School District No. 321
Port Angeles School District No. 21
Port Townsend School District No. 50
Queets-Clearwater Consolidated School District No. 20
Quilcene School District No. 48
Quillayute Valley School District (Forks) No. 402
Sequim School District No. 323

* Cape Flattery School District is not included in this study inasmuch as it coordinates its activities with the Makah Community Action Program.

Introduction

In 1965 Congress passed a bill entitled the "Elementary and Secondary Education Act." Among its numerous programs was a section referred to as Title I. The purpose of this title is to provide federal funds to local school districts to establish programs for educationally, economically and culturally deprived children.

Earlier, in 1964, Congress passed the Economic Opportunity Act, the so-called "war on poverty." Under Title II of this act, funds were allocated to establish "community action agencies," the function of which is to build programs and coordinate activities with other agencies within the community to alleviate and eliminate the conditions of poverty within specific areas.

The purpose of this study is to review the Title I programs of the Elementary and Secondary Education Act conducted on the Olympic Peninsula as they are seen by the Clallam-Jefferson County Community Action Council, Inc., the non-profit agency authorized by the Office of Economic Opportunity to conduct the local "war on poverty."

Most of the Council's governing members and its staff are not specialists; rather they are generalists who are specializing in the needs of the poor. The Council therefore looks to other specializing agencies, such as health, employment and agriculture extension services, and education to assist in building programs which will attack the conditions of poverty as they are experienced in Clallam and Jefferson counties.

This review, then, is offered by laymen in the field of education who are specialists in the needs of the poor. The combined efforts of the two groups, hopefully, should result in stimulating programs that will effectively reach the disadvantaged child.

"The Community Action Council's Role in Title I"

As the local non-profit agency designated by the federal office of Economic Opportunity to conduct programs designed to alleviate poverty on the Olympic Peninsula, the Clallam-Jefferson County Community Action Council, looks to all agencies for coordination.

The Council has approximately $110,000 available to it annually for the conduct of its own programs. One-third of that amount is spent for the pre-school Head Start program. The remainder is used primarily to organize low-income people into self-help groups.

From the financial point of view, it is obvious that the Community Action Council must seek assistance from other agencies to develop programs for the 1962 low income families in the two counties.

But financial considerations aside, the problems of poverty are the problems of all citizens and the solutions of economic deprivation must be the concern of all public agencies. Economic deprivation is not simply cured by more money per capita because poverty is not the base of a problem, rather it is the result.

Poverty is caused by many things -- lack of education, job training, employment opportunity, social and mental dis-crientation, family instability,

ill health, among others. All agencies dealing with these concerns must be coordinated if a meaningful assault is to be made on the root causes of poverty.

With reference to Title I of the Elementary and Secondary Education Act (ESEA) the Community Action Council has a specific responsibility -- one assigned to it by the U.S. Office of Education.

> "In any area where a community action program under Title II of the Economic Opportunity Act of 1964 is in effect, any project under Title I of the Elementary and Secondary Education Act must be developed in cooperation with the public or non-profit agency responsible for the community action program".

In no sense does a community action council have the power of veto. A community action council may choose not to concur with a specific Title I proposal, thereby instigating negotiation procedures between the community action agency and the school by the state Department of Public Instruction. But the guidelines are so written as to encourage cooperation between community action agencies and schools, not set them up as opponents. The Clallam-Jefferson County Community Action Council has taken the position that it will approach all agencies in good faith, that maximum results can come only through cooperation and coordination.

II

"The Intent of Title I"

Before entering a discussion of Title I projects as they are conducted in Clallam and Jefferson Counties, it perhaps would be advisable to review the intent and purpose of these special projects for educationally deprived children. The quotes used here are taken from the ESEA/Title I guidelines (U.S. Department of Health Education and Welfare Publication -- OE-30579)

Transmitting his education message in January, 1965, President Lyndon B. Johnson said that Title I of the Elementary and Secondary Education Act is the major thrust of a national effort "to bring better education to millions of disadvantaged who need it most." In September of that year, he remarked, "Today we reach out to 5½ million children held behind their more fortunate schoolmates by the dragging anchor of poverty."

In the guidelines submitted by the Office of Education to local school districts, the term "educationally deprived children" means "those children in a particular school district who have the greatest need for special educational assistance in order that their level of educational attainment may be raised to that appropriate for children of their age. The term includes children who are handicapped and children whose need for such special education assistance

is the result of poverty or cultural or linguistic isolation from the community at large".

Special educational needs noted in the guidelines include improved skills in reading, arithmetic and other academic areas; knowledge concerning living in modern American; experimental backgrounds that will initiate learning; speech in conformity with patterns of standard English; heightened aspirations and motivation to realize their potential capacities and a willingness to initiate self-improvement, understanding of the purposes of education, and a use of teachers with understanding of the background and problems of these pupils.

Continuing, the guidelines require that a district's "total program concentrate sufficient resources, in relation to the number of educationally deprived children in its district, to insure that the special educational needs of these children will be significantly reduced, and that the help will not be fragmentary".

This, of course, does not mean that only the disadvantaged can be the beneficiaries of Title I programs.

"Some projects will by their very nature tend to benefit all children in a school, whether they are educationally deprived or not."

Examples cited include project devoting substantial resources to reduction in class size; addition of guidance counselors, teacher aides and librarians; purchase of classroom equipment; inservice training of elementary school teachers.

"Projects of (this) type would lend themselves particularly to schools that are severely depressed and overly impacted by educationally deprived children from low-income families."

(But) "other projects may be more selective and devote substantial resources to services (benefiting) recipients on the basis of their special educational

needs, (such as) remedial classes; special classes; provision of food or clothing; after-school study centers.

"Projects of (this) second type would be more suitable to schools which serve areas with high concentrations from low income families but at the same time have substantial numbers of children who are not educationally deprived."

All districts in Clallam and Jefferson Counties can be said to fall into this area rather than the first.

In concluding, one final emphasis should be made, "Projects should be so limited in size and so focused in the schools that those educationally deprived children who most need the services or opportunities offered will be adequately served."

III

"The Educationally Disadvantaged Child"
"The Economically Disadvantaged Child"

What makes a disadvantaged Child?

That question has resulted in volumes of research and study and, while most authorities agree on the characteristics of the disadvantaged child, few concur on the causes.

The Clallam-Jefferson County Community Action Council must honestly state that its own study of poverty has not been (nor was it intended to be) sufficiently exhaustive to provide more than general causes based on rather carefully observed characteristics.

Nor for that matter are the schools equipped to state more than characteristics. But characteristics at least give indications of causes, and from there programs can be built to meet the needs.

In developing its Title I programs, schools justifiable define the disadvantaged child as one who is "educationally, economically or culturally deprived." The Clallam-Jefferson County Community Action Council's prime emphasis, of course, is on the economically deprived who also may be educationally and culturally disadvantaged. In considering the following discussion, this differentiation should be kept in mind.

In preparing applications for Title I projects, schools were asked to define the characteristics of educationally deprived children in their districts. The figures produced and characteristics listed, by the schools' own admission, were not exhaustive. They included evidence found in previous testing programs conducted in the schools. Not all districts used the same standards or categories, so that the totals listed do not represent a cross section of the two counties. For instance, only two districts used "low verbal function" as a characteristic. Totals therefore represent only the most frequently used characteristic.

The nine districts revealed that at least 1900 students performed poorly on standardized tests, were significantly below grade level in reading or in other academic areas. (These 1900 students do not necessarily represent 20% of the total 10,900 students due to the fact that many of those performing poorly on standardized tests more than likely are also performing below grade level.

Other characteristics included 207 students with low verbal functioning, 184 with a low non-verbal function, 305 with a negative self-image, 607 with a low occupation and aspiration level, 168 with emotional and social instability.

For these statistics to have any meaning let us look at them on a district-by-district basis. Rather than examine each, four are listed to show the variety of characteristics.

Quillayute (Forks) -- 1105 total student population. 213 students show poor performance on standardized tests and/or are below grade level in reading or other subjects. In addition, 50 students showed low occupation and aspiration level (whether these 50 are also part of the 213 is not known; no doubt there is duplication.)

Port Angeles -- 5371 students. Ten percent, or 537, have shown poor performance on standardized tests. Other characteristics include 65 showing a negative attitude and aspiration level, 43 as high drop out potentials, 102 with emotional and social instability.

Port Townsend -- 1656 students. Significant performance below grade level in reading and other subjects has been exhibited by 312 students. Additionally, 198 are low in verbal functioning ability, 184 are low in non-verbal ability, 293 have a negative self-image, another 239 (perhaps the same ones) have low occupational and inspiration level, 58 are emotionally or socially unstable, and 259 are culturally undeveloped as the result of residing in an isolated area. (Port Townsend is the only district to use this particular characteristic; certainly it would be common to most all.)

Queets-Clearwater -- 69 students. Here, the fact that several characteristics may be common to the same student is apparent. 39 students are significantly below grade level in reading; another 39 are said to be significantly below grade level in other subjects. This total of 78 as compared to student body population of 69 reveals the hazards of determining that a certain percentage of a student body is deprived. In actuality, between 57 and 100 percent of the students show educational deprivation. (In any case, it's a high proportion.)

While some of the tests used are standardized and, as such, may reveal certain characteristics of children in a particular district, it is difficult to make a valid statement about the educationally disadvantaged on a two-county basis. What can be said is that there is, indeed, a problem of educational under-achievement among a significant number of students on the Olympic Peninsula. Comparative figures are not immediately available, if at all, to place our students against those of other areas in the state, but for

the purposes of this study or for meeting the needs of the educationally disadvantaged, such a comparison is not important, let alone relevant.

THE ECONOMICALLY DISADVANTAGED CHILD.

A study of low income people in Clallam and Jefferson counties just completed by the Clallam-Jefferson County Community Action Council shows that 49.8% of all the low income people are 14 years of age or under. Among the non-white population, 58.8% are 14 or under. This compares to the 1960 U.S. Census figure which showed 31.8% of the total two-county population to be 14 and under.

The average low income household today has 4.52 members; non-white the figure is 5.9. Compare this to 3.1 for all families in 1960.

Forty-eight percent of low income families have lived in their present homes one year or less; another 14 percent, two years or less.

The average annual income in the Council's survey for low income family was $2307; the median income was $2000. In 1960, the median income for all Jefferson County families was $5418, in Clallam County, $5646. The low income figures just cited were obtained in late 1966. Further new statistics for low income families reveal that if the head of the household is a male, the average income is $750 more per year than if the head of household is female. And for every two low income households in which a male is head of the family, one household has a female head of the family.

The median grade completed by male heads of household is 8.6; the median grade completed by female heads of household is 11th grade; the median grade completed by all adults in families is the 10th grade. The median grade completed by all men in Jefferson County 34 years or older is 10.2; for females, 11.6; in Clallam County the median is 10.7 for men, 12.0 for women.

Of those families responding to the question "Have any of your children dropped out of school?" 38 percent said yes. The major reason listed was "lack of interest."

Of those families which responded, 87 percent believe that schools "should provide more training for actual jobs." Ninety-three percent of those parents responding believe there should be "more classes for slow learners."

Sixty-three percent of the heads of households indicate they would be interested in continuing their education by getting either a high school diploma or equivalent, and 21 percent stated interest in going to college.

Twenty-five percent indicate that they regularly subscribe to newspapers and for magazines.

Twenty-eight percent of the families state that there are some in their household who have need of medical care which they are not getting. Forty-five percent do not visit a doctor regularly.

Fifty-six percent of the families indicate need of dental care they are not receiving. Only 21 percent of the families visit a dentist regularly.

Of those families responding 46 percent indicated that some member of the family has a physical or mental handicap. Back injuries, arthritis, heart condition, mental disability, asthma are those most frequently listed.

Fifty-five percent of the families responding indicated that they have at some time or another failed to seek medical or dental care for lack of finances.

Similarly, of those families responding (43 percent of the total number surveyed) 70 percent indicate need of legal service, and 70 percent of those have not seen an attorney because of lack of funds.

What do these statistics mean?

If anything they mean that the economically disadvantaged child is desperately so. Coming from a family with an average of one and a half more persons and with less than half the average or median income for all familes in the two counties, the child of poverty is at a decided disadvantage to his classmates.

It is not only that costs of education in terms of books, fees, supplies, college entrance tests, lunches, breakage fees, locker room fees, are so expensive.

But school, whether we like it or not, is also a social affair. Clothing is important, student activities have status, athletic events and dances and just plain spending money set many a child at a distinct disadvantage.

As one local superintendent said, "No matter how hard school people try to not make differentiation between economic levels, the poor child knows he is different. No one need tell him."

Complicating this issue are the potentials of ill health or severe dental need, under-educated parents, unstable homes.

It is no wonder that the economically disadvantaged child may well be also educationally and culturally deprived.

As a minority surrounded by middle-class affluence, the child of poverty faces a society of alien values -- values which deem success in terms of education, money, a white collar job or profession, social status, material acquisition -- values which are not assumed as part of his life but ones which must be fought for or rejected.

To alter the conditions of the poor will require the effort of every agency, and unless some unlikely miracle cure is found, most children of poverty will always be poor. If they escape, it will be as adults, not as children.

Much of the effort lies with the schools. Educators, nor other service personnel, need not make value judgments relative to which social values are preferable, although often they do.

Rather we must look at the individual student, family, wage earner or whoever to determine what can best prepare them to function in an age which requires a man to master the techniques of managing knowledge -- not simply just learning facts by rote, and to acknowledge and embrace the need for continued learning.

The great danger is to pretend that there has been no fundamental change and that, therefore, our institutions need only intensify old methods.

IV

Narrative and Statistical Review of Local Title I Programs

Generally, Title I programs in Clallam and Jefferson Counties fall into two categories: those which emphasize individualized attention and those which are designed to assist the disadvantaged by other means.

Programs of the first type vary in content, and in use of teachers, specialists and equipment.

At Fairview district, where no specific administrative personnel is available and all clerical duties must be assumed by the head teacher, a part-time teacher aide has been hired to relieve the district's three teachers of secretarial-clerical functions. Queets-Clearwater has taken a similar approach with its limited funds.

In addition, at Fairview, the aide also works with small groups of children, conducting spelling bees and other instructional activities under the direction of a teacher. The district also has purchased some audio-visual equipment for classroom use.

A different approach has been taken for Port Angeles elementary children. In two of its "project" schools (Monroe and Dry Creek), Title I funds have

been used to hire an additional teacher for each school. The teacher is assigned to a specific grade, allowing three classes instead of two, and thus reduces the class load to approximately 17 students.

In another program, the district is providing two-way transportation to kindergarten for students from "project areas" which are relatively isolated. A teacher has been employed to serve the additional 25 students who previously would not have attended school until the first grade.

To reduce class size in the first grade, Sequim also has hired an additional teacher to provide four classrooms for its 99 students, instead of three.

Two teacher aides have been hired by Sequim, one to assist the Kindergarten teacher in non-professional duties, and another in the secondary program to supervise study hall sections.

At the secondary level, Port Angeles offers an intensified reading program conducted by a specialist, using various equipment which allows progress on an individual basis. Class size is as small as 5 to 7 pupils.

Crescent Consolidated has a remedial reading program for small groups of students who are functioning below grade level.

Reading improvement programs are also available to elementary and secondary pupils in Forks. A coordinator has been assigned the task of coordinating the individual students' needs with the principal, librarian, reading specialist and classroom teacher.

In Sequim a full-year remedial reading program for junior and senior high students has been established, allowing students an hour a week of specialized instruction. For six weeks in the summer, elementary pupils spend an hour a day in remedial reading work.

Port Townsend also has hired a specialist to provide remedial instruction in reading, spelling, usage and essays to sophomores, juniors and seniors for an hour a day.

And at Quilcene, a general educational improvement program has been established by the hiring of two additional teachers and a librarian aide.

For ten financially needy but talented students, Sequim has set aside funds to rent musical instruments for their use, and in Chimacum breakfasts are provided to approximately eight children who come to school each morning not having eaten.

The "non-individualized" programs also exhibit variety in approach to the disadvantaged child.

Forks has hired full-time art and vocal music specialists at the elementary level to provide experiences in "artistic, social, emotional expressions and releases." Port Townsend also has a vocal music specialist to develop basic fundamentals of rhythm and interest in music for both elementary and secondary students.

Two districts (Port Townsend and Sequim) have established field trips in which students are taken to cultural events in metropolitan areas, such as plays, museums, zoos, Pacific Science Center, etc. Upon return, the students write essays and papers describing the trips. Port Townsend 's programs utilizes parents in the programs as chaperones for the trips.

Port Townsend has two academically-allied programs available to its students -- a curriculum materials center and an elementary library program. In the former program, a librarian aide has been hired to order, catalogue and distribute audio-visual, exhibits and other curricular materials for the entire district. In the library program, another aide has been hired to catalog books and work with elementary teachers to help students in book

selection.

In Clearwater, a physical education project based on the President's National Physical Fitness Program has been established for the elementary school.

Statistical Review

When the districts submitted their Title I applications to the state office of education, a projected 39.8 percent of all students would have been participating in the federally-financed programs. On a district basis, the percentages ranged from 100 percent participation by all students in three schools to a low of 9.2 percent in Port Angeles. This figured into an average cost per pupil of $35.32. Before approving the applications, however, the state office of education required all but one of the districts to concentrate their efforts by reducing the Title I pupil load to 12. 1 percent of all students, increasing the cost per pupil to $123.64.

The following is a breakdown of student participation by school district:

TABLE I -- Number of Students Participating in 1966-67 Title I Projects in Nine Clallam and Jefferson school districts.

District	Total Student Population	Number of Students Participating In Title I	Percentages of All Students In Title I
Quillayute (Forks)	1,107	165	14.9%
Port Townsend	1,656	293	17.7
Port Angeles	5,371	370	6.9
Chimacum	565	123	21.8
Quilcene	287	40	13.9
Crescent-Fairview	235	121	51.5
Sequim	1,218	117	9.6
Queets-Clearwater	69	39	56.5
TOTAL	10,508	1,268	12.1%

A breakdown by district of cost per pupil is as follows:

TABLE II -- Cost of 1966-67 Tilte I Programs in Clallam and Jefferson Counties, on a per pupil basis.

District	Number of Students Participating In Title I	Approximate Title I Funds Available	Cost Per Pupil
Quillayute	165	$27,726	$168.00
Port Townsend	293	20,700	70.00
Port Angeles	370	56,760	153.41
Chimacum	123	14,194	115.41
Quilcene	40	4,140	103.50
Crescent-Fairview	121	5,366	44.35
Sequim	117	23,450	200.43
Clearwater	39	4,435	113.70
TOTAL	1,268	$156,771	$123.64

The state office of education recently stated that it will encourage further increased costs per pupil during the 1967-68 school year -- to an approximate $200 per child per year. If this is, in fact, required and the federal funds available remain the same, the number of participating students will be 783 (or approximately 7.5 per cent of all students.)

Of the 1966-67 participating students, the largest number are in the elementary grades. Some 70.2 per cent of all Title I students are in kindergarten or grade school (grades one through six). Junior high students (grades seven through nine) account for 17.6 per cent of the participants, and senior high school students total 12.0 per cent. The remaining 0.2 per cent are handicapped children.

TABLE III -- Breakdown by Grade Level of Clallam-Jefferson Students Participating in 1966-67 Title I programs.

District	Kinder-garten	Grades 1-2-3	Grades 4-5-6	Grades 7-8-9	Grades 10-11-12	Handi-capped	TOTAL
Quillayute (Forks)		69	74	22			165
Port Townsend	17	58	64	7	63	4	293
Port Angeles	150	150		40	30		370
Chimacum	8	35	35	28	17		123
Quilcene	3	6	10	10	11		40
Crescent-Fairview		44	55	16	6		121
Sequim	28	19	30	16	24		117
Queets-Clearwater		22	13	4			39
TOTAL	206	403	281	223	151	4	1,268

TABLE IV -- Percentage Breakdown by Grade Level of Clallam-Jefferson Students Participating in 1966-67 Title I Programs

District	Kinder-garten	Grades 1-2-3	Grades 4-5-6	Grades 7-8-9	Grades 10-11-12	Handi-capped
Quillayute (Forks)		41.8 %	44.8 %	13.3 %		
Port Townsend	5.8 %	19.8	21.8	29.7	21.5 %	1.3
Port Angeles	40.5	40.5		10.8	8.1	
Chimacum	6.5	28.5	28.5	22.7	13.8	
Quilcene	7.5	15.0	25.0	25.0	27.5	
Crescent-Fairview		36.3	45.4	13.2	5.0	
Sequim	23.9	16.2	25.6	13.7	20.5	
Queets-Clearwater	___	56.4	33.3	10.3	___	___
TOTAL	16.2 %	31.8 %	22.2 %	17.6 %	12.0 %	0.2 %

A breakdown of costs by grade level indicates a similar ratio as that shown in pupil participation by grade level (Table IV):

TABLE V -- Approximate Percentage Breakdown of Costs by Grade Level in 1966-67 Clallam and Jefferson Title I Programs.

District	Kinder-garten Only	Elementary Only (includes some Kindergarten)	Secondary Only (Grades 7-12)	Elementary-Secondary (Grades 1-12)
Quillayute (Forks)		82.0 %	17.8 %	
Port Townsend		20.2	24.7	57.2 %
Port Angeles	17.7 %	50.1	30.1	
Chimacum				100.0
Crescent-Fairview				100.0
Sequim		66.8	33.2	
Queets-Clearwater	___	100.0	___	___
TOTAL	5.8 %	49.4 %	21.9 %	22.9 %

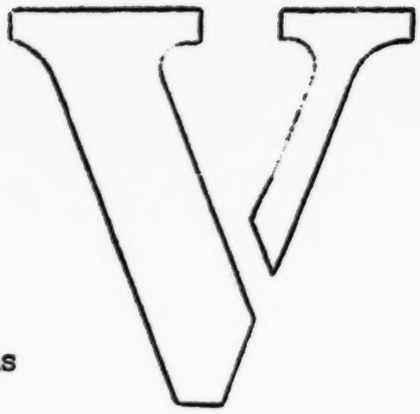
When comparing the percentages in Tables V and IV, it is probable that the cost per pupil for secondary students in Title I programming is slightly higher than for elementary students.

Operational costs, as might be expected, are heavily centered on instruction, far more than in regular school programming. A total of 90.2 per cent of the total $156,771 is spent in instruction. Other costs include 2.7 per cent for equipment, 2.5 per cent for transportation, 1.7 per cent for administrative costs and 1.8 per cent for operation and maintenance of plant and fixed charges.

Title I funds are used to pay the salaries of 18 classroom teachers, five teacher aides, 1½ librarian aides, three clerical staff, one administrator/ supervisor and 2½ other postions such as bus driver, etc. In addition, 62.5 other staff, paid by regular school funds, are listed as working in the Title I program in one way or another.

That the vast majority of the funds are used for instructional purposes is further reavealed by the number of programs which have added classroom teachers to significantly reduce class loads (as few as 15 per class in some cases), have hired specialist staff to teach small classes in remedial or improvement activities, or reduced non-instructional duties of teachers by hiring teacher aides. Approximately 76.4 per cent of Title I funds are used in this area.

Approximately 23 per cent of all funds are used in programs which are offered on a less concentrated basis. These include an elementary library program, two cultural field trip programs, specialist staff (art and vocal music) who work with all students at the elementary level, purchase of physical education equipment, and so forth.



General Comments on Local Title I Programs
General Recommendations

Although the state department of public instruction has required the nine participating districts to further concentrate their Title I programs on fewer students, there still remains a significant number which, as written in the applications and, apoarently, as performed, cannot be considered efforts on behalf of the disadvantaged. A general library program, however necessary or laudable, is not singularly aimed at a target population in a school which is not located in a target area. Nor is a program offering a curricular specialist who works with each elementary class one hour per week.

The bulk of the programs, in terms of funds expended, are indeed concentrated (although the teacher of one reading improvement program admitted teaching some students who were educationally gifted rather than deprived); yet, most districts are offering Title I programs to all grade levels.

In the ideal situation, sufficient funds would be available to provide whatever is necessary to the educationally deprived (not to mention all other students.) But despite the fact that 156,771 additional federal

dollars are being funnelled into the nine districts, there is not enough. Probably there never will be.

This may mean that districts should consider further concentration of effort -- to only elementary students or even first or second grade, to high school students, to drop outs, or -- at a different level -- to only those students who exhibit low motivation and negative self-image.

For instance, it may prove more beneficial to spend a year of intensive work with high school seniors who have a low occupational aspiration in an attempt to instill them with a sense of need for continued education than to increase their undoubtedly low reading performance by one grade level. Once they leave school no one (or no institution, at least) will be readily available to teach them how to increase their reading level unless they themselves wish to have it increased.

The Community Action Council's concern with the disadvantaged student is "what will best equip the individual to adequately function when it becomes time for him to be self-sufficient."

Most educators would alter that statement to read: "to sufficiently educate the student to adequately function. . . "

But the Community Action Council suggests that this rendering somewhat begs the question, that with many educationally-economically-culturally disadvantaged children, motivation and self-image may be more basic than "education." Indeed, it may well be the primer for education.

Numerous Title I programs list increase of motivation and self-image, improvement of attitudes toward school and education, toward occupational aspiration, as goals.

But the goals are ill-defined as objective parts of the programs.

In fact, when asked "How do you motivate the student with low performance a nd low motivation?" most could not answer. (Nor does the Community Action Council have any magic formulas.)

However, an answer often can be found somewhere in the confusing interrelationships between causes and effects, the "disease" and its symptoms.

A high school senior's reading performance may be at an eighth grade level, but this is not necessarily the cause of his being disadvantaged. Rather, it may be only one of several symptoms. It may be that a cause of low performance is brought on by a more severe lack of motivation, which, in turn, is caused by one or more other causes, such as lack of parental interest, unstable home environment, social problems, and so forth. This particular senior may be more effectively reached by attacking the problem of motivation than by remedial reading. A remedial reading program might be the tool to increase motivation, but it is questionable whether a student will respond to an intensification of a learning situation in a subject he has already rejected.

Let us assume that this child comes from a home where education has no esteem, where because his parents are financially unsuccessful, they assume (if they think about it) their child will be just as marginally successful as they have been. This student more than likely (though not always) will follow the same pattern. To increase his reading ability to the ninth grade level will not be of any significant help. What might be most beneficial to this student would be to jolt his self image - involve him in tutoring a fifth grader who is functioning at the second grade level.

If there is one general comment that can be made about Title I programs in Clallam and Jefferson Counties it is that they are, for the most part,

institutionally-oriented rather than concerned primarily with the individual student, despite the concentration on the disadvantaged.

One cannot help but think of a comment made by the late Edith Hamilton: "Education (is) by its very nature an individual matter . . . not geared to mass production. It does not produce people who instinctively go the same way . . . (yet) our millions learn the same lessons and spend hours before television sets looking at exactly the same thing at exactly the same time. For one reason and another, we are more and more ignoring differences, if not trying to obliterate them. We seem headed toward a standardization of the mind, what Goethe called 'The deadly commonolace that fetters us all'."

The challenge of this almost totally electronic age with its instant information and technological devices, is to use them to allow maximum individualization. Further, such non-technological projects as cultural field trips become institutional programs when they are offered to all students. What the individual disadvantaged child may gain from a cultural field trip programmed for all is only peripheral to his needs. It has no place in the context of his problem or solutions to them.

Miss Hamilton's depressing view can be further emphasized by looking at other aspects of Title I programming in Clallam and Jefferson counties. Only one district utilized parents and even in that case in a fairly passive role. Certainly, most schools offer parent-teacher conferences, and P-TA is available to almost all parents. Yet the participation of disadvantaged parents is, at best, perfunctory. Many of these parents are institutionally disinclined. They, like their children, may be hostile to authority and school represent authority of a most specialized kind. The parents may well be (certainly the bulk of the low income are) under-educated and do not wish to profess their ignorance before the professional

educator. Others simply may not care a whit. Schools are open to all parents, educators profess eagerness to meet with them, and sincerely lament the lack of parental participation. But how many aggressively seek parental involvement, go into the homes, personally encourage participation in specfic, easily defined, projects?

To repeat: Of the parents included in the Council's study of low income people, the median grade completed by male heads of household is 8.6 grades (and only 10 per cent had completed high school), the median grade by female heads of household is the 11th grade. Yet, 63 per cent of the heads of household indicated they would be interested in continuing their education by getting either a high school diploma or equivalent and 21 per cent stated interest in going to college. With many these may be no more than dreams for which the necessary discipline and finances are lacking, but some recognition of the need for education has occurred. And recent adult basic education classes held in Port Angeles and Port Townsend have had remarkable participation. How much more effective this might be if adult classes could be tied to programs for their children -- joint classes, or assignment of a topic to all members of a single family for report in the various classes which they attend.

A recent study completed by the U.S. Office of Education ("Equality of Educational Opportunity," by James S. Coleman, et al, 1966) made the following observation:

"Taking all . . . results together, one implication stands out above all: that schools bring little influence to bear on a child's achievement that is independent of his background and general social context; and that this very lack of an independent effect means that the inequalities imposed on children by their home, neighborhood and peer environment are carried along

to become the inequalities with which they confront adult life at the end of school. For equality of educational opportunity through the schools must imply a strong effect of schools that is indeoendent of the child's immediate social environment, and that strong independent effect is not present in American schools."

Edmund Gordon and Doxey Wilkerson, in their book "Compensatory Education for the Disadvantaged," (College Entrance Examination Board, New York, 1966) state that the school must sufficiently concern itself with the conditions of its students' lives in order to fulfill its primary concern with the teacher-learning process.

That this is not being done to any increased extent in local Title I programs is further indicated by the fact that only one district provided any in-service training to its staff working with disadvantaged children. Of the more than 90 teachers, aides and others directly involved in Title I programs, only four aides and seven teachers went through an in-service training period. No teacher visitations to other programs have been included in Title I packages, although the state department of public instruction has said this is a legitimate expense.

(To this end, a week-long two-credit workshop has been scheduled by the Clallam County Superintendent of Schools office to be conducted in Port Angeles in August by Central Washington State College.)

Furthermore, Title I programs concentrated on Indian children are nil. One program does provide two-way transportation for Indian children of kindergarten age and hopefully is reaching all potential enrollees. In another project in the same district, Indian children who are concentrated in one primary school receive additional individual attention as the result of an extra teacher having been hired to reduce class loads in one grade to an

average of 15 to 17. Although not part of the district's Title I program, Queets-Clearwater, where half the student population is Indian, emphasizes basic skills, i.e., the three "R's", to the exclusion of other subjects. Because the school is small and limited in its staff size, but can provide a kind of individual attention that larger districts are not structured to do, school officials have taken the position that they must emphasize these basic skills so that when the children, at the seventh grade, transfer to the larger Quinault district and become a decided minority, they hopefully will be equipped with sufficient tools to function adequately in all academic subjects.

(A discussion of Indian education needs is provided as an appendix to this study, written by Deward Walker Jr., a professor of anthropology at Washington State University.)

In the two districts where Head Start programs are offered, only minimal follow-through programming is offered. The individual folders on the children are transferred to the school when the Head Start child moves into kindergarten or first grade, but it is not clear what happens after that.

By now, the question may arise: "Is anything good happening in Title I?" The answer is yes, of course, it is. Despite the foregoing critical comment, the disadvantaged student is being assisted, and it is too soon to be definitively critical of present programs. Education, as an institution, has had success with its students, but it is now faced with new problems brought on by a transitional century in which social organization and its institutions have not yet interrelated with technological progress. The crises of the cities make this apparent enough, and the effect is felt in rural communities.

The purpose of this study has been to define those areas which schools could be examining in their education of the disadvantaged. What is suggested here is not the last word, it is hardly the first. Education is not an inflexible organ run by inflexible specialists. Hybridizations must and will be pursued.

In concluding these general comments, the Community Action Council quotes again from Gordon and Wilkerson:

" . . . the unexpressed purpose of most compensatory programs is to make disadvantaged children as much as possible like the kinds of children with whom the school has been successful, and our standard of educational success is how well they approximate middle-class children in school performance. It is not at all clear that this concept of compensatory education is the one which will most appropriately meet the problems of the disadvantaged. At best they are different, and an approach which views this difference as merely something to be overcome is probably doomed to failure. What is needed is not so much an attempt to fill in the gaps as an approach which asks the questions: What kind of educational experience is most appropriate to what these children are and to what our society is becoming?

"Once this question has been posed, it brings into focus the really crucial issue, that is, the matter of whom we are trying to change. We have tended until now to concentrate our efforts on the children. Unwilling to abandon what we think we have learned about teaching through our years of education, with some success, the children of the middle- and upper-classes, we have tried adding and multiplying our existing techniques to arrive at a formula for success with less privileged children. We have tried to help them by giving them more of what we already know how to do (but which they may have already rejected) -- more guidance, more remedial reading, more

3. Provide opportunities for Title I staff to visit other programs in the two counties and throughout the state, particularly the elementary program offered to 45 disadvantaged first graders in Bremerton.

4. Make a concerted effort to hire sub-professional personnel such as teacher and librarian aides from among the disadvantaged, including Indians. This will require in-service training far beyond that which is now provided, but the use of disadvantaged adults has great potential for "reaching" disadvantaged children in a way that a teacher often cannot.

5. Make determined efforts to involve parents of the children participating in Title I programs.

6. Make available to Title I staff a library of materials on teaching the disadvantaged. Two examples include "Compensatory Education for the Disadvantaged/Programs and Practices: Preschool through Collge," by Edmund W. Gordon and Doxey A. Wilkerson (College Entrance Examination Board, New York, 1966;the book at $4.50 may be ordered from the College Entrance Examination Board, Publications Order Office, Box 592, Princeton, New Jersey 08540) and Science Research Associates' "Teaching Culturally Disadvantaged Pupils (K-12), a series of eight monthly booklets ($25 for one set, $4 for each additional set).

VI

Specific Recommendations to Participating Districts

Chimacum School District No. 49

1. Although there are many good points about this program as it is performed, such as the variety of remedial subjects that are available, the use of funds for low-income teacher aides, cultural trips, and so forth, the Council suggests that, although the number of participating students has been sufficiently reduced, perhaps there is too much variety in programming, and that, therefore, the number of hours of Title I programs is too few to be of sufficient help to the individual student. The Council recommends that the district study both its programming and the major needs of its disadvantaged in order to determine if the type of concentrated effort best suits the children.

2. Because numerous Chimacum School District children attend Head Start classes in Port Townsend, the Council recommends that special follow-through programs be established. A committee composed of the district's elementary

staff and the Head Start staff could be established to explore the needs of these particular children as they reach public school and what programs might be developed to further assist them.

3. Because it is often difficult to obtain persons willing to volunteer services for school programs, the Council recommends that the district consider assisting and encouraging the evening study-recreation program established by Rev. John Mann by providing funds for transporting students, which seems to be the major hurdle in the success of the program.

4. The involvement of parents of disadvantaged children is a major concern of the Council and it suggests that the district consider some means of involving them in its Title I programs.

FAIRVIEW-CRESCENT

Clallam County Superintendent's Office: It is suggested that the administrative cost charged the program for preparation of the application is too high (10 per cent) for the total funds available ($5,266). The Council recommends that the charge either be reduced or that the funds be turned over to the two districts to pay their own staff for preparation of the application.

Fairview School District No. 321: The Council commends the district in its use and understanding of Title I funds. The use of the teacher aide as an instructional aide as well as for clerical duties is unique to the Clallam and Jefferson County programs. It suggests that if additional sub-professional positions become available (or the present one becomes open) the district give consideration to hiring parents of its disadvantaged children.

Crescent Consolidated School District No. 313: The Council recommends that the district attempt to involve parents of its remedial reading students on a counseling and/or participation basis in an attempt to further motivate its disadvantaged children.

Port Angeles School District No. 21:

The Council is particularly impressed with Port Angeles' efforts toward concentrating its Title I programming on specific target populations. The reduction of teacher-pupil ratios in the three primary schools is probably the best though most expensive means of increasing individual attention for the disadvantaged child. Further, the transportation program for kindergarten children also is laudable.

1. The Council urges the district to establish some program to assist Indian children in their acculturation problem, particularly at the junior high school level. The Council refers to its earlier suggestion that the district consider hiring one or more Indian teacher aides who could, with proper in-service training, serve as a sub-professional counselor for Indian children. It is felt that Indian children often need some one of their own people with whom they feel they can talk. Such aide or aides would not be counselors in the usual professional sense, but rather would be a liaison between the Indian students and the administration. Any program developed to meet the needs of the Indian children should seek maximum participation from parents. Further, the Council urges the district to encourage attendance at the summer Northwest Indian Culture workshop referred to in its general recommendations. With regard to the motivation of Indian parents, the Council

suggests that their children will perform in school only to the degree that they receive encouragement at home. If the district does not have parental support, its success with the children is likely to be marginal. The use of adult Indians as "human resource" persons in the classroom, as informal counselors, in school social activities, may serve as a motivating force for both parental support and student performance. The Council urges the district to establish a committee of interested school people and Indian residents to determine steps which might be taken to establish support of the school by the Indian community.

Port Townsend School District No. 50

1. The Council recommends that the district develop a follow-through program for Head Start children as they begin their formal schooling. Such a program could include a study of previous Head Start students (those attending in summer 1965 and during the 1965-66 school year) to determine how well they are functioning in the regular program, and from the results determine what special activities could be developed with Title I funds. Through the inclusion of a social worker in the 1966-67 Head Start program, parental participation has increased to such a degree that the Council has under study the establishment of a "family development center" which would provided continued programs for parents and their families once the children have "graduated" from Head Start. Such a center could utilize a variety of federal funds: Head Start, Title I, Neighborhood Youth Corps, community action, adult basic education. Recent studies have questioned the value of Head Start when not followed through by additional programming in the early primary grades.

Because of this, the Council recommends that the schools, the CAP and Head Start staff begin discussions of additional programming for Head Start children as they reach public school.

2. As previously stated, the Council notes with satisfaction that the district's Title I programs utilize parents, apparently those with disadvantaged children, as chaperones on cultural field trips. Port Townsend is the only district in the two counties which has programmed parents in Title I projects. The Council would urge an even further involvement, perhaps by asking participants in adult basic education classes to serve as chaperones on these trips as a direct educational experience. Perhaps, too, adult basic education classes could in some way be expanded to include Title I students who need remedial work, thus giving a family approach (and thereby reinforcement) to education. The Counsil assumes that the number of students participating in cultural field trips has been significantly reduced as required by the state department of public instruction.

3. In its application, four of the district's five projects were designed to serve large numbers of students. These four -- vocal music, library services, curriculum materials center and field trips -- accounted for approximately 76 per cent of the total Title I funds. Although the state department of public instruction required all districts in the two counties to reduce the number of children it was serving (Port Townsend reduced its participants from a projected 100 per cent of the total student body to 17.7 per cent), two of the above programs remain ones in which categorical aide to the disadvantaged is difficult to achieve. These are the elementary library services and the curriculum materials center, which are admittedly vital programs to any district. (The vocal music and cultural field trips could more easily be reduced in scope.) In its original comments on the

district's application, the Council recommended that the curriculum materials center and elementary library program be incorporated into the regular school program. The Council again makes the same recommendation, or urges the development of similar though modified programs in which the educationally disadvantaged child is emphasized rather than just one of many or all students who benefit.

4. The Council urges the district to encourage all Title I staff to attend the workshop of "Teaching Disadvantaged Children," mentioned in the Council's general recommendations to all districts.

Queets-Clearwater Consolidated School District No. 20

1. Fully recognizing the district's attempt at teaching proficiency of basic communication skills to the Indian children, the Council suggests that the school consider further means with which to involve the parents for the purpose of impressing the importance of education as it applied to life both on and off the reservation. Utilization of the Quinault CAP, VISTA volunteers, and other locally-based service personnel should be utilized in developing programs wherever possible.

Quilcene School District No. 48

1. Because the district has a low class load in the elementary grades (an average of 18 students per classroom in grades one through six), the Council recommends that the district consider increasing its Title I programs

for the educationally disadvantaged in the senior high school (where the class load averages 27).

2. As previously suggested to the school, the Council encourages the utilization of parents in its Title I programs. Parents could be used as tutors, in joint study programs with their children, or in whatever programs would be most advantageous to the educationally deprived children in the district.

Quillayute Valley School District No. 402 (Forks)

In view of the fact that this district is centering the bulk of its Title I funds on disadvantaged children at the elementary level, the Community Action Council makes the following recommendations for consideration in the 1967-68 program:

1. Establishment of a follow-through program for its Head Start children, particularly if the district is considering applying for a full-year Head Start program. Implied in such a follow-through program would be maximum involvement of parents and the use of sub-professional personnel from among the low income. At a minimum level, a follow-through program could be the establishment of a "student development committee," one which involves all pertinent personnel such as the elementary principal, school nurse, counselors, specialist staff, classroom teachers, parents, and which would regularly review the needs and accomplishments of students who have participated in the Head Start program. The committee's purpose would include the coordination of school and community services into a comprehensive program for each Head Start child as he continues through school. At a maximum level, a follow-through program could include the addition of a classroom teacher and the

hiring of sub-professional personnel to provide a teacher-pupil ratio during the first grades in elementary school similar to that in Head Start. Other possible programs could include volunteer programs, utilizing older students in "big brother" projects for fatherless children or in tutoring or recreational activities.

2. Establishment of a program which will assist Indian youth in the process of acculturation and educational accomplishment. The Indian child's first major brush with the white world is at schoo; it is therefore incumbent upon the district to help the Indian child hurdle the cultural gap. Such a program could include special Saturday or after-school classes on the reservation of a non-academic, or even a recreationa, nature. The Bureau of Indian Affairs has some funds for Indian educational programs with which the district might cooperate and coordinate. The Quileute Community Action Program currently is being staffed, and it is recommended that the district involve itself with the CAP in a mutual examination of problems and programming.

3. The Community Action Council remains impressed with the district's elementary art and music programs. However, it suggests that these programs be further concentrated in terms of the number of students directly taught by the specialists. The specialists could be used to reach all children through the establishment of training sessions with classroom teachers. This would free the specialist to work more directly and frequently with the disadvantaged children in an attempt to use art and music as a non-academic tool for encouragement of academic motivation. With specific reference to the art program, the Council suggests that it be less "product oriented" and more seriously "directed toward purposes of artistic, social and emotional expressions and releases" (quote taken from district's application).

4. Further pursue the district's stated attempt to hire more Indians in the program, in all areas of the district's activities, including the classroom.

Sequim School District No. 323

1. In view of the fact that the district's Title I programs are available to all grade leveles (23.9 per cent kindergarten, 16.2 per cent grades 1-3, 25.6 per cent grades 4-6, 13.7 per cent junior high and 20.5 per cent high school), the Council suggests that the district review its programs in relation to the needs of the disadvantaged to determine whether or not a different concentration of effort might be in order.

2. The Council strongly recommends that the district develop a program for parents of disadvantaged children. Such programming could include the establishment of adult basic education classes, use of the Title I cultural field trips for families rather than just for children, hiring of a social worker to counsel both parents and students on an individual group basis. It is the Council's belief that unless parents of disadvantaged children are somehow involved in programs, attacks on the causes of disadvantage are likely to fail.

3. The Council recommends that if additional teacher aide or other sub-professional positions become available (or the present ones become open) the district give consideration to hiring parents of its disadvantaged children.

CLALLAM-JEFFERSON COUNTY COMMUNITY ACTION COUNCIL, INC.

PROBLEMS OF AMERICAN INDIAN EDUCATION*

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It may come as a surprise to many educators that a frequent result of cross-cultural applications of Euroamerican education is the creation of rootless, apathetic, and unproductive people.

In the past, many teachers and formulators of educational policy have been unaware of and/or unwilling to adjust their programs to the cultural distinctiveness of the American Indian, believing that such adjustments were inimical to the American way of life. Too few understood that people can be attached to radically different cultural patterns and, in fact, prefer them to those of the Euroamerican. This ethnocentrism has led educators to adopt numerous damaging educational policies. . . . .

Early educators of the American Indian commonly insisted on an almost complete abandonment of aboriginal cultures. In the name of "education" they often demanded that the Indian student abandon his language, basic patterns of family organization, various subsistence techniques such as fishing, hunting or root gathering, and particularly religious beliefs and practices divergent from Euroamerican patterns. In fact, in the name of education it has been suggested that the Indian student's past is a handicap, that it is something that can only hurt him. Under such conditions the student frequently concludes that he is little more than an imperfect White man. All too often education has created in him the notion that he is not really a person possessing a distinctive and valid culture, language, and history different from those of the Euroamerican. Frequently educators have stated explicitly to the Indian student that their task is to

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"civilize" him, or to "bring him up from savagery.". . . .

In view of the biological and social obstacles to forgetting that one is an Indian, this is a very damaging emphasis. It asks the Indian to do the virtually impossible, and while thus frustrating him, leaves him no alternative course for his life. He can never be fully a White man but comes to despise and distrust that which is most natural for him to be, and Indian with a distinct cultural background.

The Valve of Cultural Differences

Out of such educationallyinduced dilemmas come the apathetic, unproductive people who are of no use to themselves, their own culture, or the culture of the Euroamerican. The real tragedy is that this educational point of view is false. Many educators have scrupulously avoided racial prejudics, only to exercise an even more damaging cultural prejudice. It is not necessary or even possible that we all be culturally alike in order to participate profitably in the same society. Apparently some educators are coming to realize that cultural differences may be of great value to a society and should be encouraged. The ethnocentric, "one Culture" tyranny of the past exercised at such great cost to the Indian hopefully will soon disappear from educational philosophies.

Commonly educators have assumed that there can be only one curriculum for all ethnic groups in the educational system. This attitude has been justified in the name of democracy, i.e., no special treatment for any group. Generally, this has been a self-defeating approach when applied to the education of American Indians. The refusal to meet the special needs of the Indian student has placed him at a permanent disadvantage. I wish to emphasize particularly the great need that still exists in many American Indian reservation communities for special curricula development, curricula that do get to the needs, particularly the value needs that obviously are more important for the Indian student than the highly touted technical skills.

Closely related to this problem has been the educator's common assumption that the value of his own way of life is self-evident. Commonly, the ethnocentric educator is

a product of a middle-class Euroamerican home and educational system, possesses a set of successful life experiences, and often thinks of himself as the result of a special act of creation. Such attitudes are common in all cultures, of course, and seem so obvious to people that they often assert that their cultural patterns are based in natural law. By and large, the teacher who works from such assumptions hurts no one so long as his students share his cultural background. These assumptions become highly maladaptive, however, when the same teacher is working with members of a different culture. Many of the basic values he takes for granted are highly objectionable in American Indian cultures. To amass great amounts of money likewise is objectionable. In many of these cultures a quiet dignity and personal reserve are the most proper inter-personal behaviors. Similarly, what by our standards would be regarded as a waste of individual economic resources is often prescribed behavior. For example, it is often culturally prescribed that the individual immediately distribute any economic surpluses he may suddenly gain, thus accumulating in good will great security against future shortages and emergencies. In many Indian cultures, the most esteemed man is the most generous man, and not the man who owns the biggest house or car. Education that champions worldly success through intensive individual competition, and economic "thrift," therefore, often runs counter to basic American Indian cultural patterns.

In the past some educators have condemned habits and attitudes of Indian students that in fact are expressions of basic cultural differences. The Indian student thus tends to be thrown into the hapless situation of believing that he is somehow personally responsible for creating problems for the educator through behaving in ways perfectly natural and proper to him. The over-all effect of this dilemma is the destruction of the Indian's self-respect and motivation. It cannot be emphasized too strongly that such conditions produce adults who in their apathy are incapable of adjusting to the demands of either Euroamerican or Indian society. Such individuals are products of an educational system based in large part on the Euroamerican educator's idea that the American Indian either has no past or possesses a past that must be forgotten and

eradicated. Traditionally, many educators have not seen the cultural background of the Indian student as something of value through which to reach him. An awareness and use of his cultural background is a vital prerequisite for successful inculcation of skills essential to the Indian student's adjustment to the world of the ubiquitous Euroamerican.

Remedial Steps

1. Education of Educators: A first remedial step in overcoming past failures of American Indian education must be education of educators to the nature and continued existence of American Indian cultures. Clearly, it is unwise educational policy to assume that the Indian student shares the same skills, values, and goals as Euroamerican students. Indian culture continues, and Indian children learn Indian values in their pre-school years. By the time they enroll in the first grade, their basic personalities are well formed. The educator cannot simply blank out training at that phase, but can only adjust to it and hope to direct its development in productive directions. An important part of this education of educators to the nature of the Indian past and the continuing existence of Indian cultures would be to exploit systematically the vast anthropological literature dealing with the American Indian. This is not the romantic literature of the noble red man but the literature of the trained student of American Indian cultures. It is the result of laborious accumulations of factual materials regarding Indian culture personality, and over-all world views and orientations. Indian cultures are more than a few feathers that appear on celebration days; they are extremely complex and highly variable adjustments to worlds that have been drastically transformed. The Indian was well adapted to the world that he faced before the appearance of the Euroamerican, and the techniques and attitudes appropriate to that world often have continued as the world around him has changed. If he is to be effective, the educator must understand what these persisting values and attitudes are and the

nature of the world for which they were appropriate. Only through such an awareness will the educator be able to accomplish the essential task of using things in the American Indian's background as bases of rapport, bases upon which he can inculcate productive skills and adaptive values appropriate to the new world in which the Indian presently finds himself.

2. A Two-fold Education: Second, there must be adopted a policy which recognizes a twofold educational duty to the Indian. We must educate him in values as well as technical skills. Technical education is a self-defeating undertaking unless at the same time the Indian acquires values which make these skills seem worthwhile. Great emphasis must be placed on the inculcation of the individual values on which our society depends. We cannot assume that these values are self-evident to the Indian student or to his parents. The values they regard as self-evident are different and appropriate to a different culture. In order to avoid permanent damage to the Indian student that can result from attempting to destroy basic values, the educator must pursue this goal, at least initially, within the Indian student's value system. He must isolate within it and develop those values that can effectively assist the Indian to adjust to Euroamerican culture. It is essential that he work within the Indian culture, for anthropological research has clearly shown that he can rarely expect to supplant this value system entirely. In a very real sense, therefore, the Indian must be prepared by the educator to live in two cultures. Unless the value systems characteristic of the respective cultures can be harmonized in the student, little educational success can be expected, only frustration and apathy.

3. Development of Verbal Skills: A third means of overcoming past educational failures is to place special emphasis on the development of verbal skills. Educators often assume that the American Indian student has no special needs in this area. Yet Indian students have failed consistently as they have moved into higher levels

which required reading comprehension of more and more complex materials. Tests have shown that this is a major weakness in many American Indian students and that it is due primarily to (1) possession of a different language and (2) very bad training in English at home. Often six-year old students come to school with little or no knowledge of English, but are still expected, without any special training, to keep up with the other students. Usually this results in permanent educational damage. Indian students either are not passed or are passed without adequate preparation. Very soon the student is in an impossible situation, and salvaging him is byond the capacity of even the most advanced educational techniques.

The development of trade schools is not a satisfactory answer to Indian educational problems. Some educators have felt that the development of trade schools in certain areas close to American Indian reservations would be a way of solving the Indian educational dilemma. They argue that the Indian student in whom the educational process has failed will be well adapted to various types of trades and that he will take to these very easily. Thus Indian students are condemned to a second-rate existence, since such training tends to obscure the student's really basic educational needs in the areas of verbal skills and the values and attitudes that give some meaning to the educational experience. Whether they be enrolled in trade school or high school it is no exaggeration to say that many Indian students have no clear idea why they are in school.

We must, therefore, concentrate on these primary needs before we attempt to satisfy more mundane needs for technical skills. It is obvious from all I.Q. testing that there is a spectrum of ability within the American Indian population quite as great as that within our own. There are many Indians capable of the highest educational achievements who should not be forced to learn only the types of skills that trade schools can provide. Clearly, the trade school can be regarded only as a temporary stop gap measure and not

not as a panacea for American Indian educational problems.

4. A Coordinated Program: A fourth means of avoiding certain past Indian educational failures would be to integrate into a single coordinated program the efforts and skills of psychologists, social workers, counsellors, and teachers. We must have integrated programs to help overcome the severe educational handicaps that are based in inadequate food, shelter, family background, and the severe emotional problems known to be common among Indian students. Too many past educational programs have been confined to the classroom. It is a rare teacher who really knows much about the life of his Indian students outside the classroom. Further, we cannot ignore the general economic handouts from the government. In fact, they mainly are economically destitute and often cannot even qualify for welfare. We must overcome the problems both of economic deprivation if we are ever to cope successfully with the host of other problems based in cultural differences mentioned above.

The efforts of psychologists, social workers, counsellors, and teachers must be organized so as to educate the whole family as well. The educator must recognize that his educational efforts are in competition with an informal and highly effective Indian educational system that often champions different values and encourages behavior the teacher discourages. Home influences frequently blot out classroom influences, thus making it necessary for the educator to enlist the active support rather than passive opposition of the child's parents and relatives. Only by integrating the efforts of a variety of specialists operating under a single program will it be possible to realize this goal.

5. Establisment of Rapport: Finally, I think that educators need to be reminded of the great pride of American Indians in general, and American Indian students in particular. This pride, often culturally emphasized, is responsible for the frequent

preference for withdrawal and refusal to participate further. You hear many teachers who have dealt with American Indian students saying, "Well, I just can't reach them." Rarely is this the student's fault. It is the educator's fault in the vast majority of cases, because he has failed to develop rapport. No student can be bludgeoned or forced to learn things that the educator thinks are "good for him." Punishment or ridicule for unavoidable mistakes is bad educational policy anywhere but one frequently found in the educational experiences of American Indians. Withdrawal of the student is the most common reaction after a few of these shaming incidents. In the past, educators, particularly the less instructed older females, have been fond of commenting critically on the Indian student's inadequate clothes, his food, his language, or his personal cleanliness. Such efforts have produced a withdrawal of the student, often so complete that no one can ever reach him educationally again.

It is obvious that where successful, American Indian education is an excellent investment for the country, the state, the federal government, and, most important, the Indian himself. It is our primary means of avoiding problems of individual and social adjustment. For the American Indian, education, as we know it, is primarily a process of adjusting an individual to a foreign culture. Successful education in the terms that I have outlined above is the best way of solving the social and psychological problems that have become so characteristic of many American Indians who cannot cope with the alien world in which they find themselves.

The major Indian social problems at the present time are unemployment, welfarism, alcoholism, abandoned children, and juvenile delinquency, most of which could be severely curtailed if educational programs were developed which more adequately met the peculiar needs of the Indian student. The development of such programs is one of the most worthwhile efforts our society can make. It is not merely more and more social workers that we need, nor is it more and more psychologists or welfare programs. It is a combination of all these in an integrated program that takes particular cognizance of the Indian student's cultural background, his distinctive values and needs as a member of a

different culture, and that recognizes that he comes to our culture with a built-in chip on his shoulder, one put there primarily by the Euroamerican. We must be willing and equipped to educate not only the student but also his family, the group so important in either negating or reinforcing the lessons he gets in school. Only by so doing will we be able to avoid the continual creation of the apathetic, rootless, unproductive persons so obvious in many American Indian societies at the present time.